

STAT

Approved For Release 2005/08/02 : CIA-RDP87-01146R000100010026-4

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27 February 1984

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[ ] has put a lot of work and thought into the attached. Since I do not know how much digging you have had time to do, the following comments are made:

Attachment

Top of Page 3 - Prop 1 -6 (Cont)

"Elimination of duplication between GSA and tenant agencies" (stated on page 2) could be interpreted as "stop tenant agency activities and wait for GSA to do it centrally" - If this were the case, it would not be to our advantage at all and perhaps should be so stated.

Middle of Page 6 Prop 1 -5

May have ~~some~~ concern as previous note.

Middle of Page 2 Prop 7 - 1/1 - 10

Believe we could add the beneficial effect we anticipate by paying for our own utilities vice SLUC such that we save energy - a built-in incentive presently lacking.

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27 FEB 1984

MEMORANDUM FOR: Chief, Information and Management  
Support Staff

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FROM:   
Chief, Real Estate and Construction  
Division, OL

SUBJECT: President's Private Sector Survey on  
Cost Control

REFERENCE: Memo for C/RECD/OL fm C/IMSS/OL, dtd  
30 Jan 84, Same Subject

1. This Division has completed its review of the Task Force Report on Real Property Management which is part of the subject report. The report represents the findings, conclusions and recommendations of the Task Force. On balance, it would appear that most of the recommendations, if implemented, will have a positive influence on managing real property by the Federal Government. However, there is no attempt here to either support or justify the basis upon which most of the recommendations on cost-efficiencies are founded, and that is, to compare Federal Property Management with what goes on in the Private Sector.

2. The thrust of the Executive Committee's efforts under the chairmanship of J. Peter Grace, as directed by the President, was to:

- a. Identify opportunities for increased efficiency and reduced costs achievable by executive action or legislation.
- b. Determine areas where accountability and administrative contracts can be improved.
- c. Suggest short-and-long-term managerial operating improvements.
- d. Specify areas where further study can be justified by potential surveys.
- e. Provide information and data relating to governmental expenditures, indebtedness, and personnel management.

OL 13138-84

SUBJECT: President's Private Sector Survey on Cost Control

3. While there might be reason for criticizing the report because of the premises upon which it is based, we can assume that the far-reaching recommendations and the potential for cost savings which the report contains will force a close review of Government real property management practices. The Task Force found opportunities to reduce costs without adversely affecting important Government services. Fifty-two recommendations are proposed for implementation by various levels of the Government. If the recommendations are implemented, the Task Force projects total savings and cash acceleration of about \$3.6 billion during a three-year period with long-term cost savings of \$1.2 billion annually.

4. The overall findings and recommendations of the Task Force centers around several issues:

- a. A general lack of cost consciousness in Government with regard to property management, and particularly in areas of energy, conservation, leases, and property maintenance.
- b. Lack of a management plan which presupposes an official stated goal. The Task Force saw fit to define a goal.

"To manage real property...in a manner consistent with valid user needs...charging its 'tenants' the equivalent of fair market rates for commercial space and maintenance, but minimizing the total expense to the Federal establishment...."

5. The Task Force divided its recommendations into three categories:

- a. Category I - Fully substantiated and defensible.
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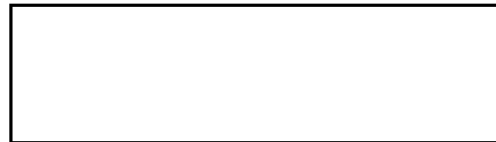
6. While the focus of the report is on real property management across the board, a cross-section of agencies was studied, principal emphasis is on GSA, and DOD, the largest real estate

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managers in Government. We have reviewed all recommendations but have commented only on those which have a general or direct effect on Agency real property management. Attached is our response, keyed to the Summary List of Recommendations and Surveys beginning on page 118 of the report.

7. In summary, the recommendations of the Task Force seem to make sense from a managerial and cost-effectiveness perspective. There is an awareness of a heavy-laden bureaucracy with outmoded laws and unsophisticated technology which inhibit the management process. These areas of inefficiency need to be attacked and corrected. On the other hand, Government agencies are held accountable to the Congress, OMB, the President, and the public. Therefore, it is possible that some of the premises upon which the report is based, such as the comparison of Government operations with the private sector may not be valid.

8. This Agency has a number of hard-working, dedicated people involved in real property management who constantly strive to make the total process more responsive and more efficient. The actions taken by the Agency in the past several years are all directed towards that goal. Furthermore, this report does not address the unique Agency operational and security considerations.



Chief, Real Estate and  
Construction Division, OL

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TAB

TASK FORCE REPORT ON REAL PROPERTY MANAGEMENT

1. Property Recommendations Requiring Presidential Action

PROP 1-1: Establish a clear, concise management goal.

Comment: It is important that the Government and the Agency understand that it should manage its property as efficiently and as cost-effectively as possible to meet legitimate user needs. If the goal needs to be stated, then we should do so.

PROP 2-2: Reaffirm GSA's authority in space allocation.

Comment: The report itself and this recommendation support centralized authority for space management, and primarily by OMB, Congress, and the President. Prudent business practices should not be put aside for political considerations. As for impact on the agencies, overall centralized control in areas of policy management makes sense, but agencies need to be given more control in managing real estate within established guidelines.

PROP 5-1: Revise guidelines for contracting out.

Comment: We agree with the recommendation to exempt high-skills maintenance activities from A-76 studies on the basis of less formal analysis and the exercise of sound judgement by those directly involved in making the decisions as to whether or not work should be contracted out or done in-house.

PROP 6-1: Begin a comprehensive productivity-improvement program for property maintenance.

Comment: The Agency should certainly support Government-wide productivity improvements in property maintenance. We have recently reached an agreement with GSA to take over the maintenance and operations of our Headquarters Building Complex beginning in FY 1985. We hope that this initiative will cause us to be more effective managers.

PROP 7-9: Clarify reasons for rescission of the emergency building temperature restriction.

Comment: We would support this recommendation. However, we need to have more control, but also stricter accountability for energy management within the constraints of our operational and practical needs.

PROP 8-7: Reconsider GSA space leasing in central business area.

Comment: We would support centralization of Government activities into Federally-owned or leased spaces in urban areas, except, where Agency operational and security requirements are overriding considerations.

## 2. Property Recommendations Requiring OMB Action

PROP 1-6: Eliminate unnecessary duplication between GSA and tenant agencies in facility management.



Comment: This recommendation should definitely be supported. The Agency has already taken steps to deal with this issue by getting a delegation of authority from GSA to lease independently space up to 5000 sq. ft. The recent Memorandum of Agreement is also another step towards reducing duplication in the area of maintenance and operations of buildings.

PROP 2-2: Reaffirm GSA's authority in space allocation.

Comment: Addressed under Presidential actions.

PROP 2-5: Require space utilization submissions and annual review of progress towards those goals.

Comment: Because of the sensitive nature of this Agency and its locations, personnel etc., these kinds of submissions should only be done on a classified basis.

PROP 5-1: Revise guidelines for contracting out.

Comment: Addressed under Presidential Actions.

3. Property Recommendations Requiring Congressional Action

PROP 2-1: Remove the ceiling on SLUC rentals for GSA-managed buildings.

Comment: The Task Force views this recommendation as a means of controlling or managing the acquisition of additional space. If Congress permits the SLUC rentals to be raised to those comparable to commercial market values, the Task Force feels that

agencies might be restrained from acquiring space at premium prices if they must justify these costs in their budgets. The need to justify space in an agency's budget might in fact, be a disincentive for that agency to acquire more space.

PROP 2-2: Reaffirm GSA's authority in space allocation.

Comment: See Presidential Actions.

PROP 3-2: Provide incentives under the surplus property disposal program.

Comment: We can support such a recommendation. It may be useful to us when we move into the new Headquarters Building and begin to dispose of some of our existing buildings.

PROP 3-3: Facilitate sales property by financing.

Comment: No comment.

PROP 4-1: Change wage determination procedures under the Service Contract Act (SCA).

Comment: This recommendation becomes more relevant as we begin to contract out for more of our maintenance services. Wages need not be based on "Government equivalent rates".

PROP 4-2: Increase the threshold contract size for SCA.

Comment: While little impact on the Agency at this time, we could support raising the threshold from \$25,000 as a means of reducing the number of contracts

requiring administrative support.

PROP 8-5: Accept local fire safety standards for GSA leasing.

Comment: We would support this, particularly when dealing with  the Washington metropolitan area.

PROP 8-6: Repeal limiting legislation that makes Federal leasing less cost-effective.

Comment: We agree that the provision of Section 322 of the Economy Act of June 30, 1932 which restricts Federal lease payments to no more than 15 percent of a building's appraisal value is obsolete and should be repealed.

PROP 9-1 through PROP 9-4:

These recommendations deal with changing the requirements on GSA prospectuses.

Comment: The Agency could support these recommendations. The dollar threshold is currently at \$500,000 and should be raised. The prospectus procedure is also very cumbersome and costly. The threshold has not been revised since 1972. This fact, coupled with inflation makes the threshold unrealistic.

#### 4. Property Recommendations Requiring GSA Action

PROP 1-2 through PROP 1-4:

These recommendations deal with criticism leveled at GSA for its deficiencies in data collection, outdated information, erroneous information, and inadequate data collection systems.

Comment: While this is primarily a GSA problem, it cannot be totally corrected without the support of reporting agencies. For security reasons, this Agency should not report real property data into a central, essentially open system. The Agency, however, should do what is necessary to ensure the effective collection and management of its own data.

PROP 1-5: Make in-depth internal study of duplication within the Agency.

Comment: While this, too, is a GSA problem, the heavy layering of personnel and responsibilities in the property acquisition and maintenance cycle is overly cumbersome and inefficient. The Agency has moved towards more direct leasing and taking responsibility for maintenance and operations of its facilities in order to circumvent the GSA process.

PROP 2-3 and PROP 2-4:

These recommendations deal with the need for GSA to conduct space utilization surveys and to adopt goals for reducing space.

Comment: Recent Presidential initiatives directed towards office space management reforms deal with this issue. An office space per person utilization rate goal has been set

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[ ] The Agency is complying with this program. However, we should continue to resist overt reporting of data.

PROP 3-1: Re-evaluate sales goals for surplus real property.

Comment: No comment.

PROP 7-1 through PROP 1-10:

These recommendations are directed towards more efficient management of energy.

Comment: In Fiscal Year 1983, GSA spent \$224 million for utilities. Our Agency should do what is necessary and reasonable to install Energy Management Control System (EMCS) in an effort to reduce overall cost of real property. The Agency generates its own steam and chilled water for the Headquarters complex. Utility costs for Headquarters for FY 1984 are projected at [ ]

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These recommendations are directed towards improving leasing procedures.

Comment: The recommendations suggest that GSA simplify and update leasing methodology by providing more options for negotiating, utilizing private sector practices, such as leasing on the basis of "rental space" as opposed to "net rentable", and by

paying rent at the first of each month rather than the end of the month. These kinds of improvements could make prospective lessors more willing to negotiate. The Agency generally follows current leasing guidelines. However, we have gained some flexibility because of our direct leasing program.

5. Property Recommendations Requiring DOD Action

PROP 7-4 through PROP 7-6, PROP 7-11, and PROP 10-1 through PROP 10-5

Comment: The recommendations are directed towards DOD, and we have no comment.

6. Property Recommendations Requiring Labor Department Actions

PROP 4-3 and PROP 4-4:

Comment: No comment.

7. Property Recommendations Requiring Action by All Executive Branch Agencies

PROP 5-2: Require a simultaneous effort to improve productivity of in-house operations.

Comment: The Agency is working towards compliance with the Presidential initiatives on office space management. Actions are underway to improve data collection, leasing and maintenance and operations procedures. The direct leasing program, use of the Director's authority when required, and

agreement with GSA on M & O for Headquarters are directed towards those goals.

PROP 6-1: Introduce a comprehensive productivity - improvement program for property maintenance.

Comment: See Comment PROP 5-2.

PROP 6-2: Establish central responsibility within each agency.

Comment: Responsibility is centralized in the Office of Logistics. However, property acquisition and lease management along with construction responsibility  are in the Real Estate Division. The Headquarters and Washington metropolitan area offices are the responsibility of the Logistics Services Division. The Office of Logistics is currently working on an organizational structure which should improve the maintenance and operations functions at the Headquarters Building.

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These recommendations deal with establishing initiatives and standards to improve analysis, planning and scheduling. Use of consultants to initiate maintenance productivity programs.

Comment: Our new initiatives to take over the M & O at Headquarters should result in improvements in all of these areas. The Office of Logistics has when

necessary hired consultants to help improve maintenance. The latest of these was the Study which addressed the operations, maintenance, and upgrading of the Headquarters Power Plant.



27 FEB 1984

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[Redacted]  
Chief, Real Estate and  
Construction Division, OL

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Attachment

STAT OL/RECD/REB/[Redacted] (24 Feb 84)

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